SACRAMENTO COUNTY

Amended Audit Report

CHILD ABDUCTION AND RECOVERY PROGRAM

Chapter 1399, Statutes of 1976; Chapter 162, Statutes of 1992; and Chapter 988, Statutes of 1996

July 1, 1997, through June 30, 1999



STEVE WESTLY
California State Controller

August 2005



STEVE WESTLY California State Controller

August 3, 2005

Mark Norris Director of Finance Sacramento County 700 H Street, Room 2720 Sacramento, CA 95814

Dear Mr. Norris:

The State Controller's Office audited the claims filed by Sacramento County for costs of the legislatively mandated Child Abduction and Recovery Program (Chapter 1399, Statutes of 1976; Chapter 162, Statutes of 1992; and Chapter 988, Statutes of 1996) for the period of July 1, 1997, through June 30, 1999.

The county claimed \$3,655,140 for the mandated program. Our audit disclosed that \$2,543,319 is allowable and \$1,111,821 is unallowable. The unallowable costs occurred because the county overstated fringe benefits and indirect costs. The State paid the county \$2,357,321. Allowable costs claimed exceed the amount paid by \$185,998.

If you have any questions, please contact Jim L. Spano, Chief, Compliance Audits Bureau, at (916) 323-5849.

Sincerely,

Original Signed By:

VINCENT P. BROWN Chief Operating Officer

VPB:JVB/ams

cc: Jan Scully, District Attorney

Sacramento County

Vincent J. Adeszko

Supervising Deputy District Attorney

Sacramento County

Julie Valverde

Assistant Auditor-Controller

Sacramento County

James Tilton, Program Budget Manager

Corrections and General Government

Department of Finance

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Amended Audit Report

Summary

The State Controller's Office (SCO) audited the claims filed by Sacramento County for costs of the legislatively mandated Child Abduction and Recovery Program (Chapter 1399, Statutes of 1976; Chapter 162, Statutes of 1992; and Chapter 988, Statutes of 1996) for the period of July 1, 1997, through June 30, 1999. The last day of fieldwork was January 12, 2005.

The county claimed \$3,655,140 for the mandated program. The audit disclosed that \$2,543,319 is allowable and \$1,111,821 is unallowable. The unallowable costs occurred because the county overstated fringe benefits and indirect costs. The State paid the county \$2,357,321. Allowable costs claimed exceed the amount paid by \$185,998.

Background

The Child Abduction and Recovery Program was established by Chapter 1399, Statutes of 1976, based on the following laws.

- Civil Code Section 4600.1 (repealed and added as Family Code Section 3060-3064 by Chapter 162, Statutes of 1992);
- Penal Code Sections 278 and 278.5 (repealed and added as Penal Code Sections 277, 278, and 278.5 by Chapter 988, Statutes of 1996); and
- Welfare and Institutions Code Section 11478.5 (repealed and added as Family Code Section 17506 by Chapter 478, Statutes of 1999, last amended by Chapter 759, Statutes of 2002).

These laws require the District Attorney's Office to assist persons having legal custody of a child in:

- Locating their children when they are unlawfully taken away;
- Gaining enforcement of custody and visitation decrees and orders to appear;
- Defraying expenses related to the return of an illegally detained, abducted, or concealed child,
- · Civil court action proceedings; and
- Guaranteeing the appearance of offenders and minors in court actions.

On September 19, 1979, the State Board of Control (now the Commission on State Mandates [COSM]) determined that this legislation imposed a state mandate reimbursable under Government Code Section 17561.

Parameters and Guidelines establishes the state mandate and defines reimbursement criteria. COSM adopted the Parameters and Guidelines on January 21, 1981, and last amended it on August 26, 1999. In compliance with Government Code Section 17558, the SCO issues claiming instructions for mandated programs, to assist local agencies in claiming reimbursable costs.

Objective, Scope, and Methodology

We conducted the audit to determine whether costs claimed represent increased costs resulting from the Child Abduction and Recovery Program for the period of July 1, 1997, through June 30, 1999.

Our audit scope included, but was not limited to, determining whether costs claimed were supported by appropriate source documents, not funded by another source, and not unreasonable and/or excessive.

We conducted the audit according to Government Auditing Standards, issued by the Comptroller General of the United States, and under the authority of Government Code Section 17558.5. We did not audit the county's financial statements. We limited our audit scope to planning and performing audit procedures necessary to obtain reasonable assurance that costs claimed were allowable for reimbursement. Accordingly, we examined transactions, on a test basis, to determine whether the costs claimed were supported.

We limited our review of the county's internal controls to gaining an understanding of the transaction flow and claim preparation process as necessary to develop appropriate auditing procedures.

Conclusion

Our audit disclosed instances of noncompliance with the requirements outlined above. These instances are described in the accompanying Summary of Program Costs (Amended Schedule 1) and in the Amended Findings and Recommendations section of this report.

For the audit period, Sacramento County claimed \$3,655,140 for Child Abduction and Recovery Program costs. Our audit disclosed that \$2,543,319 is allowable and \$1,111,821 is unallowable.

For fiscal year (FY) 1997-98, the State paid the county \$967,220. Our audit disclosed that \$1,037,860 is allowable. The State will pay allowable costs claimed that exceed the amount paid, totaling \$70,640, contingent upon available appropriations.

For FY 1998-99, the State paid the county \$1,390,101. Our audit disclosed that \$1,505,459 is allowable. The State will pay allowable costs claimed that exceed the amount paid, totaling \$115,358, contingent upon available appropriations.

Views of Responsible **Official**

We issued an amended draft audit report on March 25, 2005. Mark Norris, the county's Director of Finance, responded by letter dated June 8, 2005, agreeing with the audit results. The county's response is included as an attachment to this audit report.

Restricted Use

This report is solely for the information and use of Sacramento County, the California Department of Finance, and the SCO; it is not intended to be and should not be used by anyone other than these specified parties. This restriction is not intended to limit distribution of this report, which is a matter of public record.

Original signed by:

JEFFREY V. BROWNFIELD Chief, Division of Audits

Amended Schedule 1— **Summary of Program Costs** July 1, 1997, through June 30, 1999

Cost Elements	Actual Costs Claimed	Allowable per Audit	Audit Adjustments	Reference ¹
July 1, 1997, through June 30, 1998			. <u> </u>	
Salaries and benefits Services and supplies Indirect costs	\$ 840,795 79,716 613,781	231,415	151,699	Finding 1 Finding 2 Finding 2
Total costs Less offsetting revenues	1,534,292	1,037,860	(496,432)	
Total reimbursable costs Less amount paid by the State	\$ 1,534,292	1,037,860 (967,220)	\$ (496,432)	
Allowable costs claimed in excess of (less than) amou	ınt paid	\$ 70,640		
July 1, 1998, through June 30, 1999				
Salaries and benefits Services and supplies Indirect costs	\$ 1,289,859 107,821 726,190	316,091	208,270	Finding 1 Finding 2 Finding 2
Total costs Less offsetting revenues	2,123,870 (3,022)	1,508,481 (3,022)	(615,389)	
Total reimbursable costs Less amount paid by the State	\$ 2,120,848	1,505,459 (1,390,101)	\$ (615,389)	
Allowable costs claimed in excess of (less than) amou	ınt paid	\$ 115,358		
Summary: July 1, 1997, through June 30, 1999				
Salaries and benefits Services and supplies Indirect costs	\$ 2,130,654 187,537 1,339,971	\$ 1,628,073 547,506 370,762	359,969	Finding 1 Finding 2 Finding 2
Total costs Less offsetting revenues	3,658,162 (3,022)		(1,111,821)	
Total reimbursable costs Less amount paid by the State	\$ 3,655,140	2,543,319 (2,357,321)	\$(1,111,821)	
Allowable costs claimed in excess of (less than) amou	ınt paid	\$ 185,998	•	

 $^{^{1}\,}$ See the Amended Findings and Recommendations section.

Amended Findings and Recommendations

FINDING 1— Fringe benefit costs claimed twice The county included employee fringe benefit costs twice on its claims. For District Attorney's Office staff who worked full time on the mandated program, fringe benefits were included in salary costs claimed, and they were claimed again under the fringe benefit cost category.

Parameters and Guidelines specifies that only actual increased costs that are incurred in the performance of the mandated activities and that are adequately documented are reimbursable.

As a result, we have adjusted claimed fringe benefit costs as follows:

	Fisca	l Year	
	1997-98	1998-99	Total
Salaries and benefits	\$ (190,331)	\$ (312,250)	\$ (502,581)

Recommendation

We recommend that the county ensure that costs claimed are eligible increased costs incurred as a result of the mandate and that they are supported by appropriate documentation.

County's Response

The county agreed with the finding.

SCO's Comment

The finding and recommendation remain unchanged.

FINDING 2— **Claimed indirect** costs overstated

The county's indirect cost rate proposals (ICRPs) submitted with its claims classified substantial costs of the District Attorney's Office as indirect costs without adequate support or justification. Some of these costs should have been classified as direct costs and charged to other programs, instead of being allocated to the mandate.

Subsequent to the issuance of our final audit report on November 30, 2000, the county submitted revised ICRPs that reclassified a portion of indirect costs as direct costs to the benefiting programs, thus reducing its indirect cost rate for fiscal year (FY) 1997-98 from 73% to 23.98%, and its rate for FY 1998-99 from 56.3% to 21.97%.

Parameters and Guidelines specifies that only actual increased costs that are incurred in the performance of the mandated activities and that are adequately documented are reimbursable.

Federal Office of Management and Budget (OMB) Circular A-87 (Cost Principles for State, Local, and Indian Tribal Governments), Attachment A, Section F.1., specifies that indirect costs are allowable only when the costs cannot reasonably be assigned to a particular program, and are allocated to each program in accordance with the relative benefits received.

We reviewed the county's revised ICRPs and determined that its revised methodology and computations were in compliance with the provisions of OMB Circular A-87. The revised ICRPs supported \$185,998 more in allowable indirect costs (\$70,640 in FY 1997-98, and \$115,358 in FY 1998-99) than was reflected in the audit report issued November 30, 2000.

As a result, we have adjusted claimed indirect costs and direct services and supplies costs as follows:

	Fisca	l Year	
	1997-98	1998-99	Total
Indirect costs allowed:			
Salaries and benefits allowable	\$ 650,464	\$ 977,609	
Revised indirect cost rate allowable	× 23.98%	× 21.97%	
Indirect costs allowed	155,981	214,781	\$ 370,762
Less indirect costs claimed	(613,781)	(726,190)	(1,339,971)
Indirect costs overclaimed	(457,800)	(511,409)	(969,209)
Services and supplies costs underclaimed	151,699	208,270	359,969
Audit adjustment	\$ (306,101)	\$ (303,139)	\$ (609,240)

Recommendation

We recommend that the county ensure that costs claimed that are eligible increased costs incurred as a result of the mandate, and that indirect costs claimed are in accordance with the provisions of OMB Circular A-87.

County's Response

The county concurred with the finding. In addition, the county stated that it intends to use the revised ICRP methodology and the revised method for calculating direct non-salary and benefit costs for the District Attorney's Office for future SB 90 claims for the District Attorney's Office. The county's complete response is included as an attachment to this audit report.

SCO's Comment

The finding and recommendation remain unchanged. The revised ICRP methodology and the revised method for calculating direct non-salary and benefit costs for the District Attorney's Office comply with OMB Circular A-87 requirements.

OTHER ISSUE— **Interest on Underpaid amounts**

In its response (Attachment), the county addressed the following additional issue. Our comment follows the county's response.

County's Response

Based on the calculations supporting the costs for Child Abduction and Recovery Program, July 1, 1997-June 30, 1999, allowable costs claimed exceed the amount paid by the State by \$185,998. We respectfully request that this amount be paid with interest to Sacramento County at the State's earliest opportunity.

SCO's Comment

The underpaid amount and related interest will be paid by the State upon available appropriation.

Attachment— County's Response to Amended Draft Audit Report

Internal Services Agency

Department of Finance

Auditor-Controller Division

Julie Valverde, Assistant Auditor-Controller



Terry Schutten, County Executive Mark Norris, Agency Administrator Mark Norris, Department Director

June 8, 2005

Jim L. Spano, Chief Compliance Audits Bureau Office Of the State Controller Division of Audits P.O. Box 942850 Sacramento, CA 94250-5874

Subject:

MANAGEMENT RESPONSE TO THE DRAFT AMENDED AUDIT REPORT FOR THE CHILD ABDUCTION AND RECOVERY PROGRAM, JULY 1, 1997, THROUGH

JUNE 30, 1999

Dear Mr. Spano:

Enclosed please find the management response to the draft amended audit report of the legislatively mandated Child Abduction and Recovery Program for the period July 1, 1997, through June 30, 1999.

If you have any questions, please call Julie Valverde at (916) 874-7248.

Sincerely,

Mark Norris
Director of Finance

Enclosures

cc: Julie Valverde, Assistant Auditor-Controller

Vincent J. Adeszko, Assistant Chief Deputy District Attorney

Mark Holmes, Department of Finance Pat Marion, Department of Finance

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COUNTY OF SACRAMENTO

Management Response to the Audit of the Legislatively Mandated Child Abduction and Recovery Program—July 1, 1997-June 30, 1999

Finding 1-Fringe Benefits Claimed Twice

Management Response:

We agree with Finding 1.

Finding 2-Claimed Indirect Costs Overstated

Management Response:

We agree to the audit adjustment in Finding 2.

The over claimed costs were due primarily to the County inadvertently reporting indirect positions that did not benefit the SB90 program. We have agreed to change the methodology used for indirect cost rate proposals and the method used for calculating direct non-salary and benefit costs for the Sacramento County District Attorney Office for SB90 to resolve State concerns.

New Indirect Cost Rate Proposal Methodology for Sacramento County District Attorney Office for SB90:

A department-wide indirect cost rate proposal is prepared that allocates the cost of all fund centers with indirect positions that benefit the entire department. Allowable non-salary and benefit costs by fund center are pro-rated between direct and indirect using salary and benefits as the allocation basis. (Please see Attachment 1 and Attachment 2 for agreed upon department-wide indirect cost rate proposals attached for 1997/1998 and 1998/99. For these years, it was necessary to identify whether the positions benefited the "Entire Department" or "All but Bureau of Family Support (BFS)", but that distinction is no longer necessary because BFS no longer exists.)

New Method for Calculating Direct Non-Salary and Benefit Costs for Sacramento County District Attorney Office for SB90:

Most direct SB 90 activities within the Sacramento County District Attorney Office occur in Fund Center 5805812, the State Target Offenders unit. All applicable Fund Center 5805812 unit costs are reported as direct, since they do not benefit the rest of the department.

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For Fund Center 5805812, most non-salary and benefit costs (including Countywide Cost Plan costs) are pro-rated to programs based on Salary and Benefits and reported as direct. The one exception is Travel and Training Costs. Travel and Training Costs within Fund Center 5805812 are directly identified to programs whenever possible. If the Travel and Training benefits all programs within Fund Center 5805812, the costs are pro-rated based on Salary and Benefits and reported as direct.

Application of New Indirect Cost Rate Proposal Methodology and New Method for Calculating Non-Salary and Benefit Costs for Sacramento County District Attorney Office:

Sacramento County is agreeing to the new methodology for the District Attorney's Office in order to resolve State concerns. It is Sacramento County's intention to continue with the new methodology in the foreseeable future for SB 90 Claims for the District Attorney's Office. However, it may be necessary to change the methodology should there be an organization re-structure to Fund Center 5805812, or if there are new mandates that are not part of Fund Center 5805812. Sacramento County is not agreeing to this methodology at this time for any other County departments.

It is Sacramento County's understanding that the State has agreed to accept this methodology for the Sacramento County District Attorney's Office if used on future SB 90 claims, as long as future organization re-structures to Fund Center 5805812 or new mandates that are not part of Fund Center 5805812 have not made the methodology obsolete.

Request for Interest on Overpaid Amounts:

Based on the calculations supporting the costs for Child Abduction and Recovery Program, July 1, 1997-June 30, 1999, allowable costs claimed exceed the amount paid by the State by \$185,998. We respectfully request that this amount be paid with interest to Sacramento County at the State's earliest opportunity.

Sacramento County District Attorney's Office SB90 FY 1997/98 Indirect Cost Rate

	All	All BU excluding BFS	FS		BFS				
	Indirect	Direct	Total	Indirect	Direct	Total	Total Costs		
5801 Indirect salaries benefiting all but BFS	782,661		782,661			,	782,661 2	Benefit Rate Average:	
Indirect salaries benefiting all DA dept. (35.66% BFS, 64.34% other). Direct calaries	716,214	272 690	716,214	396,957		398,857	1,113,171 3	9,693,043 =	35,8857%
						-			
Total salanes Benefits @ 35.8657	1,498,875	232,690	1,731,565 621,038	396,957		395,957	2,128,522		
Total salaries and benefits (A)	2,036,457	316,146	2,352,603	539,329	*	539,329	2,891,932		
Services & supplies (SAC 1/20, 1/30, 1/50, 1/60) and A-87 costs prorated to total salaries and benefits	1,446,915	224,624	1,671,539	383,196		383,196	2,054,735 \$		
Total BU 5801	3,483,372	540,770	4,024,142	922,526		822,525	4,946,667		
5814 Indirect solaries benefiting all but BFS	141,695		141,695				141,695 2		
Indirect salaries benefiting all DA dept. (35,66% BFS, 64,34% other) 1 Direct salaries	•	1,604,064	1,604,064	*		10.0	1,604,064		
Total salaries	141,695	1,604,064	1,745,759	*		•	1,745,759		
Benefits @ 35.8657	50,820	575,309	626,129		•		626,129		
Total salaries and benefits (A)	192,515	2,179,373	2,371,888	r	E		2,371,888		
Services & supplies (SAC 1/20, 1/30, 1/50, 1/60) and A-87 costs prorated to total salaries and benefits	132,076	1,495,175	1,627,251			-	1,627,251 \$		
Total BU 5814	324,591	3,674,548	3,999,139				3,999,139		
5933 Indirect salaries benefiting all but BFS	207,079		207,079			,	207,079 #		
Indirect salaries benefiting all DA dept. (35.66% BFS, 64.34% other) 1 Direct salaries	•	2.306.021	2.308.021	6		6.0	2.306.021		
Trial enlarion	070 700	2 306 024	2 543 100	'			2 543 100		
Benefits @ 35,8657	74,270	827,071	901,341				901,341		
Total salaries and benefits (A)	281,349	3,133,092	3,414,441	٠	ř	,	3,414,441		
Services & supplies (SAC 1/20, 1/30, 1/50, 1/60) and A-87 costs prorated to total sataries and benefits	43,648	486,065	629,713				529,713 \$		
Total BU 5833	324,997	3,619,157	3,944,154		•		3,944,154		

	٩	All BU excluding BFS	FS		BFS		
	Indirect	Direct	Total	Indirect	Direct	Total	Total Costs
BU 5834							
Indirect salaries benefiting all but BFS	465,797		465,797				465,797 2
Indirect salaries benefiting all DA dept. (35.66% BFS, 64.34% other) 1	£			*		•	
Direct salaries		246,763	246,763				246,763
Total salaries	465,797	246,763	712,580	×			712,580
Benefits @ 35,8657	167,061	88,503	255,584				255,564
Total salaries and benefits (A)	632,858	335,266	968,124		٠	,	968,124
Services & supplies (SAC 1/20, 1/30, 1/50, 1/60) and A-87 costs prorated to total salaries and benefits	168,600	89,318	257,918				257,918 8
Total BU 5834	801,458	424,584	1,226,042	-			1,226,042
BU 5935 Indirect salaries benefiting all but BFS	92,743		92,743				92,743 2
Indirect salaries benefiting all DA dept. (35.85% BFS, 64.34% other) 1 Direct salaries	,	879,620	879,620			* 1	879,620
Total salaries Benefits @ 35.8857	92,743	879,620	972,363				972,363
Total salaries and benefits (A)	126,006	1,195,102	1,321,108				1,321,108
Services & supplies (SAC 1/20, 1/30, 1/50, 1/60) and A-87 costs prorated to total salaries and benefits	16,756	158,917	175,673				175,673 *
Total BU 5835	142,762	1,354,019	1,496,781				1,496,781
Total BU 5801, 5814, 5833, 5834, 5835 indirect costs (B)	5,077,180						
Total BU 5801, 5814, 5833, 5834, 5835 direct salary and benefit costs.		7,158,979	-	Total department salaries	salaries	27,025,923	
Salary and benefit costs for remaining BU		14,016,626		Indirect salaries		(2,803,146)	
Total direct salary and benefit costs excluding BFS IC)		21,175,605		Total department direct salaries	direct salaries	24,222,777	100.00%
INDIRECT COST RATE FOR DA EXCLUDING BFS (B) / (C)		23.98%		BFS salaries Department direct salaries, excluding BFS	salaries,	(8,637,093)	35,66%
			_	exchading BFS		15,585,054	04.3

2 Total BU indirect salaries benefiting all but BFS, per county

³ Total BU indirect salaries benofiting all DA, per county ⁴ Total BU salaries per experiditure report, less indirect salaries ⁵ Total BU materials/supplies and A-87 cost allocation costs per exponditure report and cost allocation plan

37.7572%

	A	All BU excluding BFS	100		BFS		
	Indirect	Direct	Total	Indirect	Direct	Total	Total Costs
30,5834							
Indirect salaries benefiting all but BFS	676,673		676,673				676,673
Indirect salaries benefiting all DA dept (32.89% BFS, 67.11% other) 1			•	ė		0	6
Direct salaries		314,680	314,680				314,680
Total salaries	676,673	314,580	991,353			٠	991,353
Benefits @ 37.7572%	255,493	118,814	374,307				374,307
Total salaries and benefits (A)	932,166	433,494	1,395,660				1,365,660
Services & supplies (SAC 1/20, 1/30) interest, 1/50, 1/50) and A-87 costs proceled to total saturies and benefits	219,010	101,848	320,858				320,658
Total BU 5834	1,151,176	535,342	1,686,518	1			1,685,518
11, 5335 Indirect salaries benefiting all but BFS	282,795		282,795				282,795
Indirect sataries benefiting all DA dept. (32.89% BFS, 67.11% other) 1			•	ě		•	
Direct sataries		857,367	857,367			1	657,367
Total salaries	282,795	1967,367	1,240,162			٠	1,240,162
Benefits @ 37,7572%	106,776	361,475	468,251	1			468,251
Total salaries and benefits (A)	389,571	1,318,842	1,708,413		7)		1,706,413
Services & supplies (SAC 1/20, 1/30 interest, 1/50, 1/60) and A-87 costs prorated to total salaries and benefits	67,302	227,844	295,148	1			295,148
Total BU 5635	456,873	1,546,666	2,003,559				2,003,559
Otal BU 6801, 6814, 5831, 5933, 5934, 5835 indirect coals (B)	6,151,071						
Joint BU 6801, 5814, 5831, 5833, 5834, 5835 greet salary and benefit costs.		8,457,135					
skiury and benefit costs for remaining BU, exclusive of BES		13,987,218					
otal direct salary and benefit costs excluding BFS (C)		23,444,353					
NDIRECT COST RATE FOR DA EXCLUDING BFS $B_{\rm J}$ / (C)		21,97%					

Total BU indirect salaries benefiting at but IBFS, per county
Total BU indirect salaries benefiting at DA, per county
Total BU salaries per expenditure report, less indirect salaries
Total BU materials/supplies and A-87 cost allocation costs per 4

fotal department salaries	28.577,222	
indirect salaries	(3,218,692)	
Total department direct salaries	25,358,530	100,00%
BFS sistaties	(8,338,932)	32.899
Department direct salaries, excluding BFS	17,018,598	67.11%

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